

Message Text

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ORIGIN EB-08

INFO OCT-01 ISO-00 AF-10 ARA-10 EA-10 EUR-12 NEA-10
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DODE-00 FRB-03 H-01 INR-10 INT-05 L-03 LAB-04
NSAE-00 NSC-05 PA-01 CTME-00 AID-05 SS-15 STR-07
ITC-01 TRSE-00 USIA-06 SP-02 SOE-02 OMB-01 DOE-11
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TREASURY:EBARBER
AGRICULTURE:JHUDSON

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R 282332Z FEB 78
FM SECSTATE WASHDC
TO ALL AMERICAN REPUBLIC DIPLOMATIC POSTS
AMEMBASSY ALGIERS
AMEMBASSY DACCA
AMEMBASSY GABORONE
AMEMBASSY RANGOON
AMEMBASSY YAOUNDE
AMEMBASSY BRAZZAVILLE
AMEMBASSY COTONOU
AMEMBASSY CAIRO
AMEMBASSY LIBREVILLE
AMEMBASSY ACCRA
AMEMBASSY NEW DELHI
AMEMBASSY JAKARTA
AMEMBASSY TEHRAN
USINT BAGHDAD
AMEMBASSY TEL AVIV
AMEMBASSY ABIDJAN
AMEMBASSY NAIROBI
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AMEMBASSY SEOUL
AMEMBASSY ANTANANARIVO
AMEMBASSY LILONGWE
AMEMBASSY KUALA LUMPUR
AMEMBASSY PORT LOUIS
AMEMBASSY LAGOS
AMEMBASSY ISLAMABAD
AMEMBASSY MANILA
AMEMBASSY LISBON
AMEMBASSY DAKAR

AMEMBASSY SINGAPORE
AMEMBASSY MOGADISCIO
AMEMBASSY COLOMBO
AMEMBASSY KHARTOUM
AMEMBASSY MBABANE
AMEMBASSY DAR ES SALAAM
AMEMBASSY BANGKOK
AMEMBASSY LOME
AMEMBASSY TUNIS
AMEMBASSY ANKARA
AMEMBASSY LUSAKA
AMEMBASSY KINSHASA
INFO USMISSION GENEVA
USINT HAVANA

C O N F I D E N T I A L STATE 051922

E.O. 11652:GDS

TAGS: ETRD

SUBJECT: ANALYSIS OF US MTN OFFERS

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REF: STATE 24987
BEGIN UNCLASSIFIED

1. PURPOSE OF THIS CABLE IS TO DESCRIBE IN GENERAL TERMS
US OFFERS IN THE MULTILATERAL TRADE NEGOTIATIONS (MTN) IN
ORDER TO PROVIDE BACKGROUND FOR POSTS TO RESPOND TO QUERIES
THEY MAY RECEIVE FROM HOST GOVERNMENTS.

2. US OFFERS IN THE MTN CONSIST OF:

(A) OFFERS OF TARIFF REDUCTIONS ON INDUSTRIAL ITEMS (ROUGHLY
THOSE CLASSIFIED IN CHAPTERS 25-99, EXCLUDING PETROLEUM, OF
THE CUSTOMS COOPERATION COUNCIL NOMENCLATURE (CCCN), FORMER-
LY THE BRUSSELS TARIFF NOMENCLATURE (BTN) OR (ALSO ROUGHLY)
IN SCHEDULES 2-7 (EXCEPT PETROLEUM) OF THE TARIFF SCHEDULES
OF THE UNITED STATES (TSUS);

(B) OFFERS OF TARIFF REDUCTIONS AND LIBERALIZATION OF NON-
TARIFF MEASURES (NTMS) RESTRICTING TRADE FOR AGRICULTURAL
ITEMS ON WHICH REQUESTS WERE MADE BY PRINCIPAL SUPPLIER
COUNTRIES; AND

(C) RESPONSES TO OTHER PARTICIPANTS' REQUESTS FOR LIBER-
ALIZATION OF US NTMS AFFECTING INDUSTRIAL PRODUCTS.

3. TARIFF OFFERS: U.S. TARIFF OFFERS ARE IN THE FORM OF
AN ANNOTATED TSUS, SHOWING PRESENT AND OFFERED RATES OF

DUTY. THE U.S. DETERMINED ITS TARIFF OFFERS ON MOST INDUSTRIAL PRODUCTS BY APPLYING THE FORMULA $Z = 14X/$ (X - 14) WHERE Z IS THE TARIFF AFTER REDUCTION AND X IS THE CURRENT TARIFF. ITEMS FOR WHICH OUR OFFERS WERE DETERMINED IN THIS WAY ARE SAID TO BE "FORMULA OFFERS". ITEMS ON WHICH WE HAVE NOT MADE FORMULA OFFERS FALL INTO THREE CATEGORIES:

(A) FULL EXCEPTIONS I.E., NO DUTY REDUCTION OFFERED;
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(B) PARTIAL EXCEPTIONS I.E., LESS-THAN-FORMULA OFFERS; OR
(C) GREATER-THAN-FORMULA OFFERS, INCLUDING DUTY ELIMINATIONS. WE HAVE MADE "EXCEPTIONS" OF TWO CLASSES OF ITEMS: THOSE WE MUST EXCLUDE FROM THE NEGOTIATIONS IN CONFORMANCE WITH THE TRADE ACT OF 1974 ("MANDATORY EXCEPTIONS") AND ESPECIALLY SENSITIVE ITEMS ON WHICH USG BELIEVE TARIFF CUTS CANNOT BE OFFERED. ON LESS SENSITIVE ITEMS WE HAVE OFFERED LESS-THAN-FORMULA REDUCTIONS (IN ORDER TO AVOID TOTAL EXCEPTION OF THE ITEMS). ON OTHER ITEMS WE HAVE OFFERED GREATER-THAN-FORMULA REDUCTIONS IN ORDER TO OFFSET OUR EXCEPTIONS AND LESS-THAN-FORMULA CUTS.

4. THE AVERAGE DUTY REDUCTION IMPLIED BY OUR INDUSTRIAL TARIFF OFFERS (THE DEPTH OF CUT) VARIES SIGNIFICANTLY FROM ONE COUNTRY TO ANOTHER BECAUSE THE PRODUCT MIX OF OUR IMPORTS VARIES FROM COUNTRY TO COUNTRY. THE DEPTH OF CUT FIGURE, IT IS IMPORTANT TO NOTE, REFERS ONLY TO OUR INDUSTRIAL TARIFF OFFER. IT IS CALCULATED BY FIRST SUBTRACTING FROM TOTAL U.S. IMPORTS (IN THIS CASE 1976 IMPORTS) FROM A GIVEN COUNTRY OR GROUP OF COUNTRIES THE FOLLOWING ITEMS: DUTY-FREE IMPORTS, PETROLEUM IMPORTS (WHICH WE BELIEVE SHOULD BE EXCLUDED FROM THE MTN SINCE MAJOR SUPPLIERS ARE NOT MTN PARTICIPANTS), IMPORTS IN CATEGORIES (USUALLY SMALL) FOR WHICH WE HAVE DEFERRED A DECISION ON OUR OFFER, AND AGRICULTURAL IMPORTS. THE RESULTING FIGURE IS THE VALUE OF IMPORTS THAT IS THE BASE FOR CALCULATION OF OFFER. SECOND, THE TOTAL AMOUNT OF DUTY THAT WOULD HAVE BEEN COLLECTED IF OFFERED TARIFF RATES HAD BEEN APPLIED TO THE 1976 IMPORT BASE IS SUBTRACTED FROM THE DUTY ACTUALLY COLLECTED (GSP TRADE IS TREATED AS THOUGH DUTIES WERE ACTUALLY COLLECTED). THE DIFFERENCE BETWEEN ACTUAL AND OFFERED DUTIES COLLECTIBLE, EXPRESSED AS A PERCENTAGE OF ACTUAL DUTIES COLLECTED, IS THE DEPTH
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OF CUT.

5. THIS MEANS THAT FOR LDC'S, MANY OF WHICH EXPORT A LARGE PROPORTION OF AGRICULTURAL COMMODITIES OR DUTY-FREE PRIMARY

MATERIALS, THE BASIS FOR CALCULATING "DEPTH OF CUT" IS REDUCED IN MANY CASES TO A RELATIVELY SMALL VOLUME OF INDUSTRIAL IMPORTS (AS DEFINED PARA. 2 ABOVE), CONSTITUTING A SMALL FRACTION OF THEIR EXPORTS TO THE U.S. THIS FRACTION OF EXPORTS, FOR SOME LDC'S, CONSISTS IN LARGE PART OF EITHER LOW-DUTIED PRIMARY MATERIALS OR OF PARTICULARLY SENSITIVE CONSUMER GOODS (TEXTILES, LEATHER GOODS, FOOTWEAR) THAT ARE SUBJECT TO HIGH DUTIES. IN THE FORMER CASE THE "HARMONIZING" NATURE OF THE TARIFF-CUTTING FORMULA (PARA. 3 ABOVE) TENDS TO LOWER DEPTH OF CUT. (THE FORMULA CUTS HIGH DUTIES BY A GREATER PERCENTAGE THAN LOW DUTIES, E.G., A 20 PERCENT TARIFF IS CUT BY ALMOST 60 PERCENT TO 8.2 PERCENT, WHILE A 10 PERCENT TARIFF IS CUT BY ABOUT 42 PERCENT TO 5.8 PERCENT. IN THE LATTER CASE (SENSITIVE CONSUMER ITEMS), SOME ITEMS HAVE BEEN EXCEPTED FROM CUTS AND OTHERS OFFERED AS LESS-THAN-FORMULA CUTS, WHICH AGAIN TENDS TO LOWER THE DEPTH OF CUT.

6. GREATER-THAN-FORMULA CUTS THAT WE HAVE OFFERED ARE MOSTLY ON LESS SENSITIVE INDUSTRIAL PRODUCTS EXPORTED PRIMARILY BY INDUSTRIALIZED COUNTRIES, AND THUS HAVE NOT HELPED TO ACHIEVE LARGE DEPTHS OF CUT VIS-A-VIS MANY OF OUR LDC TRADING PARTNERS. LDC EXPORTERS, HOWEVER, SHOULD LOOK CLOSELY AT THESE ITEMS AS HAVING HIGH POTENTIAL FOR TRADE CREATION. AS DEVELOPMENT PROCEEDS AND LDC'S SHIFT TO MORE INDUSTRIALIZED EXPORTS, THEY WILL BE AIDED BY THE FACT THAT TRADE BARRIERS WILL ALREADY HAVE BEEN LOWERED. SUCH TRADE CREATION AND NOT DEPTH OF CUT, IS THE TRUE AIM OF NEGOTIATIONS TO LIBERALIZE TRADE.

7. AGRICULTURE. AGRICULTURAL TARIFF OFFERS WERE NOT SUBJECT TO THE TARIFF FORMULA, BUT WERE SUBJECT TO A SEPARATE REQUEST/OFFER PROCEDURE. WHERE POSSIBLE, THE U.S. MADE OFFERS ON THE BASIS OF THE FULL AUTHORITY CONTAINED IN THE TRADE ACT -- A 60 PERCENT DUTY CUT ON PRODUCTS WHERE THE PRESENT TARIFF IS GREATER THAN 5 PERCENT AD VALOREM AND THE ELIMINATION OF DUTIES EQUAL TO 5 PERCENT OR LESS. THIS GENERAL APPROACH WAS SUBJECT TO SEVERAL IMPORTANT QUALIFICATIONS. FIRST, NO OFFER WAS MADE ON AN ITEM FOR THE TIME BEING UNLESS A REQUEST WAS RECEIVED FROM THE COUNTRY WHICH IS THE PRINCIPAL SUPPLIER OF THE PRODUCT CONCERNED TO THE UNITED STATES. THUS, OFFERS MADE BY THE UNITED STATES ON JANUARY 23 COVERED APPROXIMATELY 3 BILLION DOLLARS OUT OF A TOTAL OF 6.5 BILLION DOLLARS OF DUTIABLE AGRICULTURAL IMPORTS. THE UNITED STATES IS DEVELOPING ADDITIONAL LISTS OF OFFERS TO COUNTRIES WHOSE REQUESTS WERE RECEIVED TOO LATE TO INCLUDE IN THE JANUARY 23 OFFER.

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THESE NEW OFFERS WILL PICK UP MANY ITEMS NOT PREVIOUSLY OFFERED BECAUSE THE COUNTRY THEN REQUESTING WAS NOT THE

PRINCIPAL SUPPLIER. SECOND, FOR A FEW SENSITIVE PRODUCTS, THE U.S. MADE NO OFFER OR MADE AN OFFER WHICH IS LESS THAN THE TRADE ACT PERMITS OR MAY BE SUBJECT TO CERTAIN SPECIFIC CONDITIONS OF RECIPROCITY. THIRD, OFFERS OF DUTY ELIMINATION ARE CONDITIONED ON THE SUCCESSFUL CONCLUSION OF NEGOTIATIONS ON SUBSIDIES AND COUNTERVAILING DUTIES.

8. U.S. AGRICULTURAL TARIFF OFFERS TABLED ON JANUARY 23 WERE INTENDED TO RESPOND TO REQUESTS FROM ARGENTINA, AUSTRALIA, THE ANDEAN GROUP, CANADA, THE CENTRAL AMERICAN COMMON MARKET, THE EUROPEAN COMMUNITY, FINLAND, GHANA, INDIA (IN PART), ISRAEL, JAPAN, NEW ZEALAND, NIGERIA, NORWAY, PAKISTAN, THE PHILIPPINES, SOUTH AFRICA, SPAIN, SWEDEN, SWITZERLAND, TURKEY AND UGANDA. MANY OF THE DEVELOPING COUNTRIES MADE REQUESTS FOR THE ELIMINATION OF

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DUTIES UNDER THE GENERALIZED SYSTEM OF PREFERENCES. SINCE THIS IS A UNILATERAL PROGRAM WHICH IS NOT NEGOTIABLE AND WHICH INCLUDES ESTABLISHED ADMINISTRATIVE PROCEDURES FOR PRODUCT ADDITIONS OR REMOVALS FROM THE GSP LIST, NO RESPONSE WAS MADE TO THESE REQUESTS.

9. RESPONSES WERE ALSO DEVELOPED TO REQUESTS FOR ACTION ON NONTARIFF MEASURES. U.S. RESPONSES IN THIS AREA COVER A WIDER NUMBER OF COUNTRIES THAN THE RESPONSES TO TARIFF REQUESTS, BECAUSE THE SIMILARITY OF THE REQUESTS PERMITTED A SINGLE RESPONSE TO MANY COUNTRIES. IN GENERAL, REQUESTS FOR CHANGES IN HEALTH AND SANITARY REGULATIONS AND FOR CHANGES IN SUBSIDY AND COUNTERVAILING DUTY PRACTICES WERE RESPONDED TO BY REFERRING TO THE NEGOTIATION UNDERWAY TOWARD THE ESTABLISHMENT OF NEW RULES OR A NEW CODE OF PROCEDURES IN THESE AREAS. WITH RESPECT TO IMPORT RESTRICTIONS ON DAIRY PRODUCTS AND MEAT, THE UNITED STATES INDICATED ITS WILLINGNESS TO CONTINUE PARTICIPATION IN THE DISCUSSIONS IN GENEVA AFFECTING THESE PRODUCTS. WHILE WE ARE WILLING TO DISCUSS REQUESTS FOR DAIRY LIBERALIZATION BILATERALLY, IN DETERMINING THE EXTENT OF ANY POSSIBLE U.S. ACTION WE WILL TAKE INTO ACCOUNT SUCH FACTORS AS THE OVERALL BALANCE IN AGRICULTURE, THE RESULTS IN THE MTN WITH REGARD TO GLOBAL LIBERALIZATION OF DAIRY RESTRICTIONS, AND THE SUCCESSFUL NEGOTIATION OF DISCIPLINES ON EXPORT SUBSIDIES AND SIMILAR MEASURES. SUGAR IMPORTS, OF COURSE, ARE NO LONGER SUBJECT TO QUOTA BUT ARE SUBJECT TO SECTION 22 IMPORT FEES. NO OFFER WAS MADE WITH RESPECT TO THIS PROGRAM. FINALLY, IN THE CASE OF COTTON, WHICH IS ALSO SUBJECT TO SECTION 22 QUOTAS, A PROVISION OF THE 1977 FARM PROGRAM WOULD PERMIT ADDITIONAL IMPORTS THROUGH THE ESTABLISHMENT OF A LIMITED GLOBAL IMPORT QUOTA FOR UPLAND COTTON UNDER CERTAIN HIGH PRICE CONDITIONS. THE UNITED

STATES HAS INDICATED ITS WILLINGNESS TO MAKE AN OFFER CONSISTENT WITH THIS PROGRAM. NO OTHER CHANGES IN COTTON

QUOTAS ARE OFFERED.

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10. POSTS MAY ALSO RECEIVE INQUIRIES ABOUT MARCH 1 TARGET DATE FOR LDC REQUESTS INCLUDED IN AMBASSADOR STRAUSS' LETTER. SOME COUNTRIES HAVE ALREADY INDICATED THAT THEY MAY HAVE DIFFICULTIES IN MEETING THIS TARGET. POSTS SHOULD EMPHASIZE THAT THIS IS NOT REPEAT NOT MEANT TO BE ABSOLUTE DEADLINE AFTER WHICH NON-ADHERENTS WILL BE CUT OUT OF NEGOTIATIONS. HOWEVER, IF LDCS ARE NOT ACTIVELY INVOLVED IN NEGOTIATING PROCESS (I.E., DISCUSSING SPECIFIC PRODUCT REQUESTS AND OFFERS WITH THEIR MAJOR TRADING PARTNERS) BY THIS TIME PERIOD, GIVEN TARGET DATE OF JULY 15 FOR REACHING OVERALL DECISIONS ON FINAL MTN PACKAGE, THEY WILL FACE INCREASINGLY GREATER RISK OF BEING INADVERTENTLY LEFT OUT OF THE BARGAINING IN THE FINAL (AND FRANTIC) STAGES OF THE MTN. POSTS MAY ALSO WISH TO ADVISE HOST GOVERNMENTS THAT, WHILE IT WOULD CLEARLY BE DESIRABLE FOR LDCS TO FULLY DIGEST THE MEANING OF DC OFFERS FOR THEIR TRADE, THIS IS NOT AN ABSOLUTE PRE-CONDITION FOR THEM TO MAKE OFFERS, SINCE ALL OFFERS ARE CLEARLY UNDERSTOOD TO BE SUBJECT TO CHANGE (ADDITIONS, WITHDRAWALS, CLARIFICATIONS) IN THE NEGOTIATING PROCESS AS GOVERNMENTS GATHER MORE AND BETTER INFORMATION, UNDERSTAND MORE CLEARLY THE CONSTRAINTS UNDER WHICH THEIR TRADING PARTNERS ARE ACTING, AND RESPOND TO REVISIONS IN OTHER COUNTRIES' OFFERS.

11. WE WILL BE TRANSMITTING TO POSTS AN ANALYSIS OF DEPTH OF CUT IN OUR OFFER FOR THEIR RESPECTIVE HOST COUNTRIES. E/C OFFICERS AT POSTS WILL BE ABLE TO FORM AN IDEA FROM THESE ANALYSES OF THE REASONS FOR THE DEPTH OF CUT FIGURE IMPLIED BY OUR OFFER FOR THEIR HOST COUNTRY AND THUS TO ARGUE THAT QUALITY OF OUR OFFER IS HIGHER THAN MIGHT BE SUGGESTED BY DEPTH OF CUT. IF QUERIED ABOUT OUR OFFER, POSTS SHOULD ALSO REMIND HOST GOVERNMENTS THAT THESE

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NEGOTIATIONS ARE BEING CONDUCTED IN GENEVA AND URGE THEM TO HAVE THEIR GENEVA DELEGATIONS WORK WITH OURS.

12. FOLLOWING TABLES GIVE PRELIMINARY DEPTHS OF CUT FOR SOME IMPORTANT COUNTRIES AND BY INDUSTRIAL SECTORS (AS COVERED BY THE INDUSTRIAL SECTOR ADVISORY COMMITTEES, I.E., PRIVATE SECTOR GROUPS SET UP BY USDOC UNDER THE TRADE ACT OF 1974 TO ADVISE THE USG ON TRADE POLICY MATTERS):

END UNCLASSIFIED

TABLE 1

DEPTH OF REDUCTIONS
UNDER U.S. OFFER1

.....DEPTH OF
.....REDUCTION OFFERED

TOTAL MFN IMPORTS.....42 PERCENT
MTN PARTICIPANTS.....43 PERCENT

EEC252 PERCENT
CAN.....61 PERCENT
JAPAN.....49 PERCENT

SWEDEN.....58 PERCENT
SWITZERLAND.....46 PERCENT
NORWAY.....54 PERCENT
FINLAND.....48 PERCENT
AUSTRIA.....44 PERCENT

AUSTRALIA.....53 PERCENT
NEW ZEALAND.....41 PERCENT
REPUBLIC OF SOUTH AFRICA 47 PERCENT
SPAIN.....27 PERCENT
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ICELAND.....40 PERCENT

MEXICO.....34 PERCENT
BRAZIL.....25 PERCENT
INDIA.....33 PERCENT
ARGENTINA.....31 PERCENT
KOREA.....27 PERCENT
ISRAEL.....70 PERCENT
NIGERIA.....66 PERCENT
EGYPT.....27 PERCENT
MALAYSIA.....33 PERCENT
PHILIPPINES.....39 PERCENT

1IGNORES EFFECT OF ROUNDING DOWNWARD TO NEXT LOWEST HALF
OR WHOLE TARIFF RATE. EFFECT OF LATTER IS TO INCREASE
OVERALL DEPTH OF CUT BY 3 PERCENTAGE POINTS.

2FRANCE, 46 PERCENT; BELGIUM, 62 PERCENT, FRG, 61 PERCENT;
NETHERLANDS, 47 PERCENT; UK, 56 PERCENT, DENMARK, 50
PERCENT; IRELAND, 42 PERCENT; ITALY, 38 PERCENT.

TABLE 2

DEPTH OF CUT BY ISAC

.....DEPTH OF CUT

1. FOOD/KINDRED PRODUCTS.....29 PERCENT
2. TEXTILES.....26 PERCENT
3. LUMBER/WOOD PRODUCTS.....54 PERCENT
4. PAPER.....63 PERCENT
5. INDUSTRIAL CHEMICALS.....54 PERCENT

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6. DRUGS, SOAPS, ETC.....45 PERCENT
7. PAINTS/DYES.....54 PERCENT
8. RUBBER/PLASTICS.....61 PERCENT
9. LEATHER.....4 PERCENT
10. GLASS, ETC.....37 PERCENT
11. STEEL.....36 PERCENT
12. NON-FERROUS METALS.....64 PERCENT
13. CUTLERY, HAND TOOLS.....37 PERCENT
14. OTHER FABRICATED METALS.....47 PERCENT
15. CONSTRUCTION, MACHINERY.....90 PERCENT
16. OFFICE EQUIPMENT.....60 PERCENT
17. MACHINE TOOLS.....49 PERCENT
18. ELECTRICAL (POWER) MACHINERY58 PERCENT
19. CONSUMER ELECTRONICS.....28 PERCENT
20. SCIENTIFIC INSTRUMENTS.....46 PERCENT
21. PHOTO EQUIPMENT.....75 PERCENT
22. COMMUNICATIONS EQUIPMENT.....25 PERCENT
23. RAILROAD, ET AL. EQUIPMENT 36 PERCENT
24. AEROSPACE EQUIPMENT.....100 PERCENT
25. AUTOMOBILES.....99 PERCENT
26. MISCELLANEOUS.....56 PERCENT VANCE

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Secure: OPEN
Status: NATIVE
Subject: ANALYSIS OF US MTN OFFERS
TAGS: ETRD, US, MTN
To: ALL AMERICAN REPUBLIC DIPLOMATIC POSTS ALGIERS MULTIPLE
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/55a0b5cf-c288-dd11-92da-001cc4696bcc
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